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KELLOGG, HUBER & HANSEN

1301 K STREET, N.W.  
SUITE 305 EAST  
WASHINGTON, D.C. 20005  
(202) 371-2770

MICHAEL K. KELLOGG  
PETER W. HUBER  
MARK C. HANSEN

FACSIMILE:  
202-371-2791

OFFICE OF MANAGING DIRECTOR

February 23, 1994

Mr. Andrew S. Fishel  
Managing Director  
Federal Communications Commission  
1919 M Street, NW -- Room 852  
Washington, D.C. 20554

FEDERAL COMMUNICATIONS  
COMMISSION  
OFFICE OF THE  
SECRETARY

FEB 24 '94

RECEIVED

Re: ET Docket No. 93-266, Review of the Pioneer's Preference Rules; Gen. Docket No. 90-314, Amendment of the Commission's Rules to Establish New Personal Communications Services

Dear Mr. Fishel:

On January 26, 1994, I submitted a letter on behalf of Pacific Bell informing you that Pacific Bell had reason to believe that certain parties had violated the Commission's ex parte rules. All three parties mentioned in my letter -- American Personal Communications ("APC"), Omnipoint Communications, Inc. ("Omnipoint"), and Cox Enterprises, Inc. ("Cox") -- have now responded. Unfortunately, a reply is required to clarify the record.

APC has made a number of accusations against Pacific Bell. These accusations have nothing to do with the issue in my letter, which is whether there were improper ex partes. But the accusations nonetheless must be answered.

APC begins its letter by asserting that Pacific Bell is bent on "imped[ing] competition and new PCS services through regulatory delay and abuse of legal process;"<sup>1</sup> Cox levels a similar accusation.<sup>2</sup> The record demonstrates that those accusations are untrue. Pacific Bell has been steadfast in its support of the

<sup>1</sup>Letter from Jonathan D. Blake & Kurt A. Wimmer to Andrew S. Fishel 1 (Feb. 4, 1994) ("APC Letter").

<sup>2</sup>Letter from Mark J. Tauber to Andrew S. Fishel 6 (February 4, 1994) ("Cox Letter").

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Commission's Pioneer's Preference Program; it has consistently supported the Commission's decision to open up spectrum for new personal communications services. APC concedes as much. APC Letter at 9 (noting that, in all its previous filings, "Pacific Bell supported the preference policy for broadband PCS"). And, contrary to APC's assertions, Pacific Bell does not retreat from that support today. It wishes only to ensure that all preference awards are based on innovative technology rather than lobbying.

APC also asserts that Pacific Bell is running a "media campaign" concerning the ex parte contacts described in my letter, which is designed to impugn APC's and the Commission's integrity. Apparently intended as evidence in support of that claim, APC complains that it "did not receive a 'service' copy of that letter until delivery of regular mail on Saturday, January 29," whereas Pacific Bell immediately contacted the press to publicize the letter. APC Letter at 1-2 n.2. APC never mentions that it asked for and received a courtesy copy, by hand delivery, two days earlier on January 27. For APC to complain about when the official "service" copy arrived -- not once but twice, ibid. & id. at 8 -- without ever mentioning the earlier arriving courtesy copy is disingenuous.

More fundamentally, nothing in my letter can be said to impugn the integrity of the Commission. To the contrary, as explained in my initial letter (at 5), Pacific Bell believes that the Commission has been particularly diligent about ex parte contacts in these matters, repeatedly warning the parties about the strict requirements of its rules.

Beyond this, Pacific Bell categorically denies conducting a media campaign concerning the ex parte issues raised in my letter. In fact, Pacific Bell specifically instructed its employees that they were to try to avoid discussing the letter if contacted by the press.<sup>3</sup> It is for this reason that APC cannot find a Pacific Bell quote in the press concerning ex parte contacts. The one remark that APC does quote, the assertion that Pacific Telesis may be "hobbled" by the preference awards, APC Letter at 8, was made by

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<sup>3</sup>APC does not even identify the source of its information concerning its fictitious media campaign. Instead, it relies on the passive voice, stating that its lawyers "have been made aware" of that campaign.

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the author of the article, not Pacific Bell.<sup>4</sup> Moreover, it has nothing to do with ex parte contacts. Instead, as the article makes abundantly clear, it concerns Pacific Bell's position that failing to require award recipients to pay for their awards puts non-awardees -- who must purchase their licenses at auction and charge their customers more to recover capital costs -- at a competitive disadvantage.<sup>5</sup>

Any doubts concerning Pacific Bell's motive for filing the letter can be resolved by reference to the letter itself. As I explained therein, the Commission's rules require anyone with information concerning potentially improper ex parte contacts to report them.<sup>6</sup> Had Pacific Bell failed to bring those contacts to the Commission's attention, Pacific Bell itself would have violated the Commission's rules. In addition, failure to raise the issue quite possibly would have precluded Pacific Bell from raising them on review. See Virgin Islands Tel. Co. v. FCC, 989 F.2d 1231, 1237 (D.C. Cir. 1993) ("it is fundamental that issues must be raised before the Commission as a prerequisite to [judicial] review"). See also 47 U.S.C. § 405. I therefore find APC's assertion that Pacific Bell included the phrase "in anticipation of judicial review" "to assist Pacific Bell in attracting press coverage," APC Letter at 2 n.3, simply baffling. That phrase means just what it says: Pacific Bell is contemplating seeking review, and in anticipation thereof, seeks to preserve any issue it might raise.

On the merits, APC's denials are surprisingly weak. To begin with, APC argues that it is under no obligation to account for the fact that it had "several" (more precisely, thirty) ex parte contacts in the two months leading up to the award. APC Letter at 3 n.6. APC contends that "[t]he issue of how many meetings occurred . . . is simply irrelevant." Ibid. But it remains unclear what legitimate reason APC might have for 30 ex parte contacts during this critical two-month period. The sheer number and intensity of the contacts itself creates an appearance of impropriety on the part of APC, even if every such contact were

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<sup>4</sup>Although APC neglects to give a citation for the language it quotes, that language comes from an article in the Sacramento Bee, Jan. 31, 1994, at C1.

<sup>5</sup>This was Pacific Bell's position in its comments before the Commission as well.

<sup>6</sup>See Letter from Michael K. Kellogg to Andrew S. Fishel 1 (January 26, 1994) (citing 47 C.F.R. § 1.1214).

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technically proper. As Lenin once remarked on the subject of tanks, sometimes quantity has a quality all its own.

Beyond this, as my initial letter and APC's response make clear, not all of APC's reports of its contacts were proper under the Commission's rules.

First, my letter (at 4) stated that, on October 25, APC filed a letter indicating only that APC had had three ex parte meetings to discuss "issues relating to the above-referenced docket [i.e., ET Docket No. 93-266]." <sup>7</sup> I pointed out that, at the time of the contacts so described, no filings in No. 93-266 had been made, "so the discussions could not have been 'reflected' in APC's previous filings within the meaning of Section 1.1206(a)(2)." APC responds that, "by the time it held its first discussion on" Docket No. 93-266, in fact "it had filed a position paper that described all [APC's] arguments." APC Letter at 5.

APC, however, concedes that its position paper was filed not in ET Docket No. 93-266, the proceeding about which the ex parte letter was filed, but in Gen. Docket No. 90-314. APC Letter at 5 ("That position paper was filed on September 27, 1993 -- before ET Docket 93-266 had even been opened"). The Commission's rules explicitly require disclosure if a party makes ex parte presentations in a proceeding and its arguments or data are not already reflected in the party's "previous" submissions "in that proceeding." 47 C.F.R. § 1.1206(a)(2) (emphasis added). Indeed, underscoring that requirement, the rules indicate that the memorandum "must clearly indicate on its face the docket number of the particular proceeding." Ibid. Because APC's contacts explicitly concerned Docket No. 93-266 (as the caption of its letter indicates), and because its positions could not possibly have been reflected in APC's previous written filings in that proceeding (there being none), it is clear that APC violated the Commission's rules. If in fact APC discussed its recent filing in General Docket No. 90-314, the proper course would have been to include those filings or at least refer to them in its letter.

Second, I pointed out in my letter that APC, by its letter of November 2, 1993, acknowledged making a presentation concerning

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<sup>7</sup>These contacts were memorialized in a Letter from Kurt A. Wimmer to William F. Caton (Oct 25, 1993).

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"the pioneer preference portion of Docket 90-314."<sup>8</sup> APC does not deny the concession or that "the pioneer preference portion of Docket 90-314" is restricted. Instead, APC responds that I am engaging in selective quotation. The full text of the letter, APC asserts, "indicates, quite clearly, that APC discussed with the General Counsel's office its then-just-filed [Request for Separate and Expedited Treatment of 'Existing Pioneer Preference' Issues in ET Docket 93-266] and the pleadings on file, which concerned unrestricted rule making issues in the referenced dockets [i.e., 93-266 and 90-314]." APC Letter at 8. But, first, APC's Request was itself not limited to the rulemaking issues in 93-266. In that document (at 8-9), APC stressed the public benefits of its obtaining its pioneer's preference and introducing its particular service as soon as possible. Any ex parte presentation to the Commission concerning those issues would be improper.<sup>9</sup> Second, APC itself acknowledged in its November 2, 1993 letter reporting the ex parte contact that it addressed the size and scope of the award that it would receive. Such a presentation falls within the restricted portion of General Docket No. 90-314 and was therefore improper.<sup>10</sup>

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<sup>8</sup>Letter at 1-2 (quoting Letter from Kurt A. Wimmer to William F. Caton (Nov. 2, 1993)).

<sup>9</sup>With respect to the nature of ET Docket No. 93-266, APC and I appear to be in substantial agreement. Although APC accuses me of creating a straw-man argument concerning the ex parte rules applicable to that proceeding, the straw man is entirely APC's. At no point do I suggest that ex parte contacts in 93-266 are entirely prohibited. Quite the opposite. I argued only that, to the extent 93-266 overlaps with the restricted portion of Docket No. 90-314, it must be considered a restricted proceeding as well. See Letter at n.5 ("the Notice makes ET Docket No. 93-266 a restricted proceeding with respect to individual pioneer preferences requests"). And that is precisely the interpretation that APC adopts. See APC Letter at 4 (contacts permitted in No. 93-266 "so long as the merits of the restricted proceeding are not discussed").

<sup>10</sup>I noted in my letter that at least part of this discussion apparently occurred in response to a question raised by the office of the General Counsel. APC, in its response, does not suggest that its presentation on the issue was limited to answering that question. In any event, under 47 C.F.R. § 1.1204(b)(7) (note), ex parte statements regarding restricted proceedings, if given in reply to questions by Commission personnel, must be summarized and

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Third, I pointed out in my letter (at 2) that APC's letter of September 29, 1993, while indicating that an ex parte contact concerning Docket No. 90-314 occurred, asserts that APC did not raise the "rulemaking issues" or "who should receive a pioneer's preference."<sup>11</sup> As I explained, those two exclusions cover everything at issue in 90-314; consequently, it is unclear what issues APC did raise. APC responds that its letter "unambiguously reports that APC discussed" the effect of the Commission's new auction authority on the preference program. APC Letter at 7 (emphasis added). Even a quick glance at the September 29, 1993 letter reveals that assertion to be false. Excluding the disclaimers concerning what was not discussed, the letter states only that "[t]he substance of the matters discussed is reflected in APC's written submissions on file with the Commission." No matter how the language of APC's September 29 letter is teased or twisted, one cannot pull from it the assertion that discussion centered on "whether competitive bidding undermines the preference program and the appropriate scope of preference awards," much less an "unambiguou[s]" assertion to that effect.

In fact, the rest of the September 29, 1993 letter demonstrates it cannot be so read. The propriety of continuing the pioneer's preference program despite Congress' decision to authorize auctions was shortly thereafter separated by the Commission into a separate rulemaking, as ET Docket No. 93-266. To the extent that this issue was present in 90-314 (prior to the commencement of 93-266) it was a rulemaking issue. Yet, according to the letter, rulemaking questions in 90-314 were not discussed (and 93-266 did not yet exist).

In sum, despite the length of APC's submission and the vigor of its rhetoric, APC has offered very little response to the substance of my letter. Given that APC's letter effectively concedes at least two violations and inadequately responds to questionable circumstances surrounding its remaining contacts, its aggressive tone seems out of place -- especially given that APC's attorneys and officers were found once before to be in violation of the Commission's ex parte rules. See 3 FCC Rcd 6141 (1988)

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the summary must be "served upon the other parties to the proceeding." APC does not contend that it served the parties as required by the rule, even though I pointed out that failure in my letter (at 2 n.2). Nor is it clear that APC's summary is adequate.

<sup>11</sup>Letter from Jonathan D. Blake to William F. Caton (Sept. 29, 1993).

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(discussing violations committed by APC attorney Jonathan D. Blake and Wayne D. Schelle, Chairman of APC).

Omnipoint and Cox's responses, although more restrained than APC's, similarly fail to respond to my concerns.<sup>12</sup> In my letter, I noted that several of Omnipoint's letters memorializing ex parte contacts might be considered incomplete. Specifically, all of Omnipoint's eleven ex parte letters filed in ET Docket No. 93-266 indicated only that Omnipoint had presented its "position with respect to the Commission's proposals." With respect to the first four of those letters, the arguments and data presented could not have been reflected in previous written filings because, at that time, Omnipoint had not made any. See Letter at 4.

Cox's letters, I noted, suffer from an identical defect. In the letters memorializing each of its four ex parte contacts in ET Docket No. 93-266, Cox asserts only that it had raised "outstanding issues in the Commission's Pioneer Preference Notice Proceeding." Once again the data or arguments presented could not have been reflected in the party's previous filings in that proceeding, as (once again) none had been filed.

Omnipoint and Cox respond only by pointing out (1) that ET Docket No. 93-266 and Gen. Docket No. 90-314 had a close nexus and (2) that they, at some point or another, filed many pages of comments in each. Cox Letter at 3-5; Omnipoint Letter at 2. Neither of these assertions is responsive. As explained above, the Commission's rules are clear. When a party makes an ex parte presentation in one proceeding, it must file a summary of any arguments or data not already reflected in the party's "previous" submissions "in that proceeding." 47 C.F.R. § 1.1206(a)(2) (emphasis added). That Omnipoint's or Cox's comments may have been reflected in previously filed comments in another proceeding, or that their after-filed comments in ET Docket No. 93-266 may have reflected the contents of the earlier ex parte contacts, is simply

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<sup>12</sup>One notable exception is Omnipoint's indication that its letter of September 29, 1993, in ET Docket No. 90-314, was served on all the parties to that proceeding. The letter does not so indicate on its face. To the contrary, the letter's extensive list of ccs shows only that it was widely distributed within the Commission. Moreover, the copy Pacific Bell was able to obtain did not contain any such proof of service. But the fact remains that, since Omnipoint did serve the parties as required by the Commission's rules, there is no reason for any investigation of that particular issue.

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irrelevant. Pacific Bell and others had a right to know what Cox and Omnipoint were telling the Commission on the same day that any presentation was made. 47 C.F.R. § 1.1206(a)(2) (memorandum must be filed on the day of the contact). Cox's and Omnipoint's post-hoc assertions concerning what was discussed, like APC's, are simply inadequate.

These may seem, to some, like mere technical violations of the Commission's rules. They are not. Because of the "close nexus" (Omnipoint Letter at 2) between ET Docket No. 93-266 and General Docket No. 90-314, a restricted proceeding, strict compliance with the Commission's rules is critical.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael K. Kellogg". The signature is fluid and cursive, with a large, stylized "K" and a long, sweeping tail.

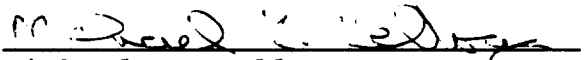
Michael K. Kellogg

cc: Brian F. Fontes  
Randall Coleman  
Byron F. Marchant  
Karen Brinkmann  
Robert Pepper  
Thomas Stanley  
William Kennard  
All Parties in ET Dkt. No. 93-266  
and Gen. Dkt. No. 90-314



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I, Michael K. Kellogg, certify that on this 23rd day of February 1994, I caused copies of the foregoing Letter to Andrew S. Fischel to be served by first class mail, postage prepaid, on the parties on the attached service list.

  
Michael K. Kellogg

Judith St. Ledger-Roty  
PAGING NETWORK  
Reed Smith Shaw & McClay  
1200 18th St. N.W.  
Washington, DC 20036

Donald L. Schilling  
INTERDIGITAL COMMUNICATIONS  
CORP.  
85 Old Shore Road, Suite 200  
Port Washington, NY 11050

Paula J. Frank  
SOUTHWESTERN BELL CORPORATION  
175 E. Houston, Rm. 1218  
San Antonio, TX 78205

Kevin J. Kelley  
QUALCOMM Incorporated  
2000 L Street, N.W., Suite 702  
Washington, D.C. 20036

C. B. Baker  
ARCH COMMUNICATIONS GROUP, INC.  
1800 West Park Drive, Suite 250  
Westborough, MA 01581

John Q. Hearne  
POINT COMMUNICATIONS COMPANY  
100 Wilshire Blvd., Suite 1000  
Santa Monica, CA 90401

A. Thomas Carroccio  
PULSON COMMUNICATIONS  
Santarelli, Smith & Carroccio  
Ninth Floor  
1155 Connecticut Ave., N.W.  
Washington, D.C. 20036

George Petrutsas  
MATSUSHITA COMMUNICATION  
Fletcher, Heald & Hildreth  
1225 Connecticut Ave., N.W.  
Suite 400  
Washington, D.C. 20036

Dick Funk  
PINON COMMUNICATIONS, INC.  
P.O. Box 3278  
San Angelo, TX 76902

M. John Bowen  
PAMETTO RURAL TELEPHONE COOP  
McNair Law Firm  
1155 Fifteenth Street, N.W.  
Washington, D.C. 20005

James F. Lovette  
APPLE COMPUTER INC.  
One Infinite Loop, MS:301-4J  
Cupertino, CA 95014

David Lemon  
CNET  
4975 Preston Park Blvd., 8th  
Flr.  
Plano, TX 75093

Roger A. Strauch  
TEKNEKRON COMMUNICATIONS  
Systems  
2121 Allston Way  
Berkeley, CA 94704-1301

Thomas Ohlson  
SPECTRALINK CORPORATION  
1650 38th Street  
Boulder, CO 80301

Harold Mordkofsky  
CENTURY CELLUNET, INC.  
Blooston, Mordkofsky, Jackson  
& Dickens  
2120 L Street, NW, Suite 300  
Washington, DC 20037

David E. Weisman  
KABER  
Meyer, Faller, Weisman &  
Rosenberg  
4400 Janifer Street, N.W.  
Suite 380  
Washington, D.C. 20015

TEL/LOGIC INC.  
51 Shore Drive  
Plandome, NY 11030

Henry L. Baumann  
NATIONAL ASSOCIATION OF  
BROADCASTERS  
1771 N Street, N.W.  
Washington, D.C. 20036

Luin P. Fitch, Jr.  
U.S. DEPARTMENT OF JUSTICE  
Room 8104  
Judiciary Center Building  
555 Fourth Street, N.W.  
Washington, D.C. 20001

Jeffrey S. Bork  
U S WEST  
1020 19th Street, N.W., Suite  
700  
Washington, D.C. 20036

Robert N. Reiland  
AMERITECH  
30 South Wacker Drive  
Suite 3900  
Chicago, IL 60606

Jeffrey L. Clarke  
AMERICAN GAS ASSOCIATION  
1515 Wilson Boulevard  
Arlington, Virginia 22209

Robert M. Jackson  
KNEERVILLE TELEPHONE  
Blooston, Mordkofsdy, Jackson  
and Dickens  
2120 L Street, N.W.  
Washington, D.C. 20037

Lawrence M. Miller  
GLOBAL ENHANCED MESSAGING  
Schwartz, Woods & Miller  
The Dupont Circle Building  
1350 Connecticut Avenue, NW  
Washington, D.C. 20036

Darrell S. Townsley  
ILLINOIS COMMERCE COMMISSION  
160 North LaSalle Street  
Suite C-800  
Chicago, IL 60601

John W. Pettit  
TANDY CORPORATION  
Hopkins & Sutter  
888 16th Street, NW, Suite 700  
Washington, D.C. 20006

Paul J. Sinderbrand  
WIRELESS CABLE ASSOCIATION  
INTERNATIONAL, INC.  
Kack, Mahin & Cate  
1201 New York Avenue, N.W.  
Penthouse  
Washington, D.C. 20005-3919

Edward Schor  
VIACOM INTERNATIONAL INC.  
1515 Broadway  
New York, NY 10036  
Cheryl Lynn Schneider  
Communications Satellite Corp.  
950 L'Enfant Plaza, S.W.  
Washington, D.C. 20024

Charles D. Ferris  
CABLEVISION SYSTEMS  
Mintz, Levin, Cohn, Ferris,  
Glovsky & Popeo  
701 Pennsylvania Ave., N.W.  
Suite 900  
Washington, D.C. 20004

Donald C. Loughry  
IEEE  
Hewlett-Packard Company  
19420 Homestead Rd., M/S 43UC  
Cupertino, CA 95014

Alan R. Shark  
AMERICAN MOBILE TELE. ASSOC.  
1835 K Street, N.W., Suite 203  
Washington, D.C. 20006

Linda D. Harshman  
SOUTHERN NEW ENGLAND TELEPHONE  
227 Church Street  
New Haven, CT 06510

Daryl L. Avery  
PUBLIC SERVICE COMMISSION OF  
THE DISTRICT OF COLUMBIA  
450 Fifth Street, N.W.  
Washington, D.C. 20001

Lorinda Ackely  
TACONIC TELEPHONE CORP.  
Old Route 22  
Copake, NY 12516

William J. Cowan  
PUBLIC SERVICE COMMISSION  
Three Empire State Plaza  
Albany, NY 12223

John McNulty  
ROSE COMMUNICATIONS  
2390 Walsh Ave.  
Santa Clara, CA 95051

William E. Kennard  
CALCELL WIRELESS, INC.  
Verner, Liipfert, Bernhard,  
McPherson and Hand  
901 15th Street, NW, Suite 700  
Washington, D.C. 20005

Gardner F. Gillespie  
PERTTEL  
Hogan & Hartson  
555 13th Street, N.W.  
Washington, D.C. 20004

Richard E. Wiley  
MTL  
Wiley, Rein & Fielding  
1776 K Street, N.W.  
Washington, D.C. 20006

Philip L. Verveer  
CTIA  
Willkie Farr & Gallagher  
1155 21st St., NW, Suite 600  
Washington, D.C. 20036-3384

Justo E. Varela-Diepra  
PUERTO RICO TELEPHONE COMPANY  
1500 Franklin D. Roosevelt Ave.  
Caparra, Puerto Rico 00936

Barry R. Rubens  
THE CONCORD TELEPHONE COMPANY  
68 Cabarrus Ave. East, PO Box  
227  
Concord, NC 28026

Robert L. Vasquez  
ANCHORAGE TELEPHONE UTILITY  
600 Telephone Avenue  
Anchorage, AK 99503

Robert J. Miller  
ALCATEL NETWORK SYSTEMS  
Gardere & Winne  
1601 Elm Street, Suite 3000  
Dallas, TX 75021

Stephen G. Kraskin  
RURAL INDEPENDENT COALITION  
2120 L Street, NW, Suite 810  
Washington, D.C. 20037

Robert J. Keller  
ASSOCIATED PCN CO.  
Fleischman and Walsh  
1400 16th St., N.W.  
Washington, D.C. 20036

Benn Kobb  
WINFORUM  
1155 Connecticut Ave., NW,  
Suite 500  
Washington, D.C. 20036

FREEMAN ENGINEERING  
Blooston, Mordkofsky, Jackson &  
Dickens  
2120 L St., NW, Suite 300  
Washington, D.C. 20037

Susan E. Ryan  
PAGEMART  
Paul, Weiss, Rifkind, Wharton &  
Garrison  
1615 L Street, NW, Ste 1300  
Washington, D.C. 20036

Paul R. Schwedler  
DEFENSE INFO. SYS. AGENCY  
701 S. Courthouse Road  
Arlington, VA 22204

Michael W. Medin  
HITACHI TELECOM (USA)  
2990 Gateway Drive  
Norcross, GA 30071

Andrew D. Lipman  
PCNSNY  
Swidler & Berlin  
3000 K street, NW, Ste 300  
Washington, D.C. 20007

Lawrence J. Movshin  
SMALL BUS. PCS ASSOC.  
Thelen, Marrin, Johnson &  
Bridges  
805 15th St., NW  
Washington, D.C. 20005

W. Randolph Young  
CITY UTILITIES OF SPRINGFIELD  
1050 17th St., NW, Suite 1200  
Washington, D.C. 20036

George Petrutsas  
OHIO LINK  
Fletcher, Heald & Hildreth  
1225 Connecticut Ave., NW  
Suite 400  
Washington, D.C. 20036

Gerald S. McGowan  
DIAL PAGE  
Lukas, McGowan, Nace &  
Gutierrez  
1819 H Street, NW, Suite 700  
Washington, D.C. 20006

Thomas J. Keller  
Verner, Liipfert, Bernhard,  
McPherson and Hand  
901 15th St., NW, Suite 700  
Washington, D.C. 20005

M. John Bowen, Jr.  
McNair Law Firm  
1155 Fifteenth St., NW  
Washington, D.C. 20005

Martin T. McCue  
U.S.T.A.  
900 19th St., NW, Suite 800  
Washington, D.C. 20006-2105

David C. Jatlow  
ERICSSON  
Young & Jatlow  
2300 N St., NW, Suite 600  
Washington, D.C. 20037

Alden F. Abbott  
U.S. DEPT. OF COMMERCE  
Room 4713  
14th & Constitution Ave. NW  
Washington, D.C. 20230

James H. Barker  
BELL ATLANTIC  
Latham & Watkins  
1001 Pennsylvania Ave., NW  
Suite 1300  
Washington, D.C. 20004

Larry A. Blosser  
MCI TELECOMMUNICATIONS  
1801 Pennsylvania Ave., NW  
Washington, D.C. 20006

Raymond G. Bender, Jr.  
VANGUARD CELLULAR  
Dow, Lohnes & Albertson  
1255 23rd St., NW, Ste 500  
Washington, D.C. 20037

M. John Bowen, Jr.  
ROCK HILL, ST.AL.  
McNair Law Firm  
1155 Fifteenth St., NW  
Washington, D.C. 20005

Ellen M. Averett  
PENNSYLVANIA PUBLIC SERVICE  
COMMISSION  
P.O. Box 3265  
G-28 North Office Building  
Harrisburg, PA 17105-3265

Raymond G. Bender, Jr.  
DBX CORP.  
Dow, Lohnes & Albertson  
1255 Twenty-third St., NW  
Suite 500  
Washington, D.C. 20037

John P. Bankson, Jr.  
PCN AMERICA  
Hopkins & Sutter  
888 Sixteenth Street, NW  
Washington, D.C. 20006

Aaron I. Fleischman  
TIME WARNER  
Fleischman and Walsh  
1400 16th St., NW, Suite 600  
Washington, D.C. 20036

Michael D. Kennedy  
MOTOROLA, INC.  
1350 I St., NW, Suite 400  
Washington, D.C. 20005

Mirijana Kocho  
NYNEX CORPORATION  
120 Bloomingdale Road  
White Plains, NY 10605

Francine J. Barry  
AT&T  
295 North Maple Avenue  
Basking Ridge, NJ 07920

Russell H. Fox  
POWERSPECTRUM  
Gardner, Carton & Douglas  
1301 K Street, NW  
Suite 900, East Tower  
Washington, D.C. 20005

George Petrutsas  
HARRIS CORPORATION  
Fletcher, Heald & Hildreth  
1225 Connecticut Ave., NW  
Suite 400  
Washington, D.C. 20036

John H. Fischer  
LCC INCORPORATED  
2300 Clarendon Boulevard  
Suite 800  
Arlington, VA, 22201

Doris S. Freedman  
U.S. SMALL BUSINESS  
ADMINISTRATION  
409 3rd Street, SW  
Washington, D.C. 20416

Stephen Kaffee  
PDW/PCS  
Law Offices of Stephen Kaffee  
1920 N Street, NW  
Suite 660  
Washington, D.C. 20036

Simone Wu  
CELSAT  
Skadden, Arps, Slate, Meagher &  
Flom  
1440 New York Ave., N.W.  
Washington, D.C. 20005

David A. Reams  
GRAND BROADCASTING CORPORATION  
27109 Shawnee  
Perrysburg, OH 43551

Jeffrey L. Sheldon  
UTILITIES TELECOMMUNICATION  
COUNCIL  
1140 Connecticut Avenue NW  
Suite 1140  
Washington, D.C. 20036

Gene A. Bechtel  
ADVANCED CORDLESS TECHNOLOGIES  
Bechtel & Cole, Chartered  
Suite 250  
1901 L Street, N.W.  
Washington, D.C. 20036

Robert B. Kelly  
ADVANCED MOBILECOM & DIGITAL  
SPREAD SPECTRUM TECHNOLOGIES  
Kelly, Hunter, Mow & Povich  
1133 Connecticut Ave., N.W.  
Washington, D.C. 20036

Henry A. Solomon  
PASS WORD, INC.  
Haley, Bader & Potts  
4350 N. Fairfax Dr., Suite 900  
Arlington, VA 22203-1633

Andrew D. Lipman  
CLEAR CREEK, ET AL  
Swidler & Berlin  
3000 K St., NW  
Washington, DC 20007

Thomas J. Casey  
CCI  
Skadden, Arps, Slate, Meagher &  
Flom  
1440 New York Ave., NW  
Washington, D.C. 20005

David L. Hill  
FLORIDA RSA PARTNERS  
O'Connor & Hannan  
1919 Pennsylvania Ave., NW  
Suite 800  
Washington, D.C. 20006

Chandos A. Rypinski  
LACE Incc  
655 Redwood Highway #340  
Mill Valley, CA 94941

Charles F. Wright  
CENTEL CORPORATION  
8725 Higgins Road  
Chicago, IL 60631

James Gunn  
ANDREW CORPORATION  
1850 North Greenville  
Suite 100  
Richardson, TX 75081

William B. Barfield  
BELLSOUTH CORPORATION  
1155 Peachtree Street, NE  
Atlanta, GA 30367-6000

Thomas A. Stroup  
TELOCATOR  
1019 19th Street, NW  
Suite 1100  
Washington, D.C. 20036

Michael L. Glaser  
TELEPORT DENVER  
Hopper & Kanouff  
1610 Wynkoop, Suite 200  
Denver, CO 80202-1196

Lourens Van Der Jagt  
KNOWLEGE IMPLEMENTATIONS  
32 Conklin Road  
Warwick, NY 10990

H. Mark Gibson  
COMSEARCH  
11720 Sunrise Valley Dr.  
Reston, VA 22091

Wayne V. Black  
AMERICAN PETROLEUM INST.  
Keller and Heckman  
1001 G St., NW, Ste 500 W  
Washington, D.C. 20001

Paul Rodgers  
NARUC  
1102 ICC Building  
P.O. Box 684  
Washington, D.C. 20044

Michael Lubin  
PACIFIC COMMUNICATIONS SCIENCES  
10075 Barnes Canyon Road  
San Diego, CA 92121

Kurt A. Wimmer  
AMERICAN PERSONAL COMMUNICATIONS  
Covington & Burling  
1201 Pennsylvania Ave., NW  
P.O. Box 7566  
Washington, D.C. 20044

Ellen S. Levine  
CALIFORNIA PUBLIC UTILITIES  
COMMISSION  
505 Van Ness Avenue  
San Francisco, CA 94102

Richard G. Tomlinson  
PCN COMMUNICATIONS INC.  
2906 Main St.  
Glastonbury, CT 06033

Leonard Robert Raish  
DIGITAL MICROWAVE CORP.  
Fletcher, Heald & Hildreth  
1225 Connecticut Ave., NW  
Suite 400  
Washington, D.C. 20036

Rodney L. Joyce  
IN-FLIGHT  
Ginsburg, Feldman & Bress  
1250 Connecticut Ave., NW  
Washington, D.C. 20036

Shirley S. Fujimoto  
DOMESTIC AUTOMATION  
Keller and Heckman  
1001 G St., NW, Suite 500 West  
Washington, D.C. 20001

Gregg Ehlers  
TECO ENERGY INC.  
P.O. Box 111  
Tampa, FL 33601-0111

Howard Oringer  
TELESCIENCES  
600 Montgomery Street  
San Francisco, CA 94111

Fred I. Denny  
EDISON ELECTRIC INSTITUTE  
701 Pennsylvania Ave., NW  
Washington, D.C. 20004

S. M. Samuels  
SWAYZEE TELEPHONE COMPANY  
103 West Mark Street  
Swayzee, IN 46986

Kevin Compton  
Kleiner Perkins Caufield & Byers  
2750 Sand Hill Road  
Menlo Park, CA 94025

F. Thomas Tuttle  
HUGHES  
Summer Square, Suite 700  
1615 M Street, NW  
Washington, DC 20036

Glen S. Richards  
AMERICAN MOBILE SATELLITE  
CORPORATION  
Fisher, Wayland, Cooper &  
Leader  
1255 23rd St., NW, Suite 800  
Washington, D.C. 20037

Lawrence J. Movshin  
METRIXPLEX  
Thelen, Marrin, Johnson &  
Bridges  
805 15th Street, NW  
Washington, D.C. 20005-2207

Steven Sivitz  
ROLM  
4900 Old Ironsides Rd.  
Santa Clara, CA 95052-8075

Stuart F. Feldstein  
ADELPHIA  
Fleischman and Walsh  
1400 Sixteenth St., NW  
Washington, D.C. 20036

Dinah D. McElfresh  
EEPA  
1255 23rd St., NW, Ste 850  
Washington, D.C. 20037-1174

George Y. Wheeler  
TELEPHONE AND DATA SYSTEMS  
Kotzen & Naftalin  
1150 Connecticut Ave., NW  
Suite 1000  
Washington, D.C. 20036

Lawrence R. Kravov  
NEXTEL COMMUNICATIONS, INC.  
601 13th Street, NW  
Suite 1110 South  
Washington, D.C. 20005

Ellen S. Deutsch  
CITIZENS UTILITIES CO.  
P. O. Box 496020  
1035 Placer Street  
Redding, CA 96049-6020

M. John Bowen  
PIEDMONT, ET.AL.  
McNair Law Firm  
1155 15th Street, NW  
Washington, D.C. 20005

Michael S. Varda  
PUBLIC SERVICE COMMISSION OF  
WISCONSIN  
P.O. Box 7854  
Madison, WI

Terrence P. McGarty  
TELMARC TELECOMMUNICATIONS  
265 Franklin Street  
Boston, MA 02110

John D. Lane  
APSCO  
Wilkes, Artis, Hedrick & Lane  
1666 K Street, N.W.  
Washington, D.C. 20006

Paul J Sinderbrand  
EXPRESS COMMUNICATIONS  
Keck, Mahin & Cate  
1201 New York Ave., NW  
Penthouse Suite  
Washington, D.C. 20005



CHESNEE TELEPHONE COMPANY  
Pansy M. Askins  
P.O. Box 430  
Chesnee, SC 29323

James S. Quarforth  
CFW TELEPHONE COMPANY  
401 Spring Lane, Suite 300  
P.O. Box 1990  
Warynesboro, VA 22980

Shannon Fitzsimmons  
APSCO-ARIZONA  
755 West Grant Road  
Tucson, AZ 85703

Alan Brunacini  
PHOENIX FIRE DEPARTMENT  
620 W. Washington  
Phoenix, AZ 85003

Warner K. Hartenberger  
COX ENTERPRISES  
Dow, Lohnes & Albertson  
1255 23rd St., NW, Suite 500  
Washington, D.C. 20037

Laura H. Phillips  
COMCAST  
Dow, Lohnes & Albertson  
1255 23rd St., NW, Suite 500  
Washington, D.C. 20037

Albert Halprin  
NORTHERN TELECOM  
Halprin, Mandelsohn & Goodman  
1301 K Street, NW  
Washington, D.C. 20005

David B. Leeson  
CALIFORNIA MICROWAVE  
985 Almanor  
Sunnyvale, CA 94806

Eric Schimmel  
TELECOMMUNICATIONS INDUSTRY  
ASSOCIATION - MOBILE  
COMMUNICATIONS DIVISION  
2001 Pennsylvania Avenue, N.W.  
Suite 800  
Washington, DC 20006

John D. Lane  
Wilkes, Artis, Hedrick & Lane  
1666 K Street, NW  
Washington, D.C. 20006

Brice L. Clark  
HEWLETT-PACKARD COMPANY  
8000 Foothills Blvd.  
Roseville, CA 95678

Robert M. Jackson  
HARRISONVILLE  
Blooston, Mordkofsky, Jackson  
and Dickens  
2120 L Street, NW  
Washington, D.C. 20037

Diane Smith  
ALLTEL SERVICE CORP.  
1710 Rhode Island Ave., NW  
Suite 1000  
Washington, D.C. 20036

Michael J. Shortley  
ROCHESTER TELEPHONE  
Rochester Tel Center  
180 South Clinton Avenue  
Rochester, NY 14646-0700

David Cosson  
NTCA  
2626 Pennsylvania Ave., NW  
Washington, D.C. 20037

Lisa M. Zaina  
OPASTCO  
21 Dupont Circle, NW  
Suite 700  
Washington, D.C. 20036

Robert A. Maser  
LINCOLN TELEPHONE  
Nixon, Hargrave, Devans & Doyle  
One Thomas Circle, NW, Suite 800  
Washington, D.C. 20005

George Petrutsas  
ROSEVILLE TELEPHONE  
Fletcher, Heald and Hildreth  
1225 Connecticut Ave., NW,  
Suite 400  
Washington, D.C. 20036

Douglas Smith  
OMNIPONT CORPORATION  
Piper & Marbury  
1200 19th Street, NW  
Washington, D.C. 20036

Robert E. Sigmon  
CINCINNATI BELL TELEPHONE  
201 E Fourth St., 102-320  
PO Box 2301  
Cincinnati, OH 45201

John D. Lockton  
CORPORATE TECHNOLOGY PARTNERS  
100 S. Ellsworth Ave.  
9th Floor  
San Mateo, CA 94401

Richard Ekstrand  
RURAL CELLULAR CORPORATION  
P.O. Box 1027  
Alexandria, MN 56308

Robert M. Jackson  
RURAL CELLULAR CORP.  
Blooston, Mordkofsky, Jackson  
& Dickens  
2120 L Street, NW  
Washington, D.C. 20037

Albert H. Kramer  
NATA  
Keck, Mahin & Cate  
1201 New York Ave., NW  
Penthouse Suite  
Washington, D.C. 20005

Eric J. Schimmel  
TELECOMMUNICATIONS INDUSTRY  
ASSOCIATION  
2001 Pennsylvania Avenue, NW  
Suite 800  
Washington, DC 20006-1813

Glenn S. Richards  
Gruman, Kurtis, Blask &  
Freedman, Chartered  
1400 Sixteenth Street, NW  
Suite 500  
Washington, DC 20036

Michael S. Slomin  
BELL COMMUNICATIONS RESEARCH,  
INC.  
290 W. Mt. Pleasant Avenue  
Livingston, NJ 07039

Riley M. Murphy  
BERLIN  
1100 Poydras Street, Suite 2950  
New Orleans, LA 70163

Leon M. Kastenbaum  
SPRINT  
1850 M Street, NW, Suite 1110  
Washington, D.C. 20036

M. John Bowen  
ROME TEL  
McNair Law Firm  
1155 Fifteenth St., NW  
Washington, D.C. 20005

Mark R. Hamilton  
MCCAW CELLULAR COMMUNICATIONS  
5400 Carillon Point  
Kirkland, WA 98033

Nancy J. Thompson  
CELLULAR SERVICE, INC.  
Reed Smith Shaw & McClay  
1200 18th Street, N.W.  
Washington, D.C. 20036

Christopher D. Imlay  
Booth, Freret & Imlay  
1920 N Street, NW  
Suite 150  
Washington, DC 20036

Russell H. Fox  
AMERICAN SMR NETWORK ASSOCIATION  
1835 K Street, NW  
Suite 203  
Washington, DC 20006

Robert E. Tall  
ASSOCIATED PUBLIC-SAFETY  
COMMUNICATIONS OFFICERS  
P.O. Box 669  
New Smyrna Beach, FL 32170

James E. Taylor  
Frost & Jacobs  
2500 Central Trust Center  
201 East Fifth Street  
Cincinnati, OH 45202

Paul R. Rodriguez  
Leventhal, Senter & Lerman  
2000 K Street, NW  
Suite 600  
Washington, DC 20006-1809

Kenneth J. Brown  
CAPITAL CITIES/ABC, INC.  
77 West 66th Street  
New York, NY 10023

F. G. Harrison  
CELLNET  
Hanover House  
49-60 Borough Road  
London SE1 1DS  
England

Laura H. Phillips  
Dow, Lohnes & Albertson  
1255 Twenty-Third Street, NW  
Suite 500  
Washington, DC 20037

David A. Hendon  
DEPARTMENT OF TRADE AND  
INDUSTRY  
Kingsgate House  
66-74 Victoria Street  
London SW1E 6SW England

James A. Dwyer, Jr.  
2100 Electronics Lane  
Fort Myers, FL 33912

Quincy Rodgers  
GENERAL INSTRUMENT CORPORATION  
1155 21st Street, NW  
4th Floor  
Washington, DC 20036

Daniel L. Bart  
1850 M Street, NW  
Suite 1200  
Washington, DC 20036

Stephan P. Carrier  
HUGHES NETWORK SYSTEMS, INC.  
11717 Exploration Lane  
Germantown, MD 20874

William J. Cole  
COBRA ELECTRONICS GROUP OF  
DYNASCAN CORPORATION  
6500 West Cortland Street  
Chicago, IL 60635

Ted V. Lennick  
COOPERATIVE POWER  
14615 Lone Creek Road  
Eden Prairie, MN 55344-2287

Lynn Diebold  
CALIFORNIA PUBLIC SAFETY RADIO  
ASSOCIATION, INC.  
4016 Rosewood Avenue  
Los Angeles, CA 90004

C. J. Cant  
FERRANTI CREDITPHONE LTD  
9 High Street  
Fareham  
Hampshire PO167AN England

Scott J. Loftness  
FIDELITY INVESTMENTS  
82 Devonshire Street  
Boston MA 02019

Lawrence R. Krevor  
Jones, Day, Reaves & Pogue  
1450 G Street, NW  
Washington, DC 20005

William L. Fishman  
Sullivan & Worcester  
1025 Connecticut Avenue, NW  
Washington, DC 20036

John D. Lane  
Wilkes, Artis, Hedrick & Lane  
1666 K Street, NW  
Suite 1100  
Washington, D.C. 20006-2866

John C. Carrington  
MERCURY PERSONAL COMMUNICATIONS  
NETWORK, LTD.  
1 Harbour Exchange Square  
London E14 9GE, UK

John E. Hoover  
Jones Day, Reavis & Pogue  
1450 G Street, NW  
Washington, DC 20005-2088

Marilyn M. Moore  
MICHIGAN PUBLIC SERVICE  
COMMISSION  
6545 Mercantile Way  
P. O. Box 30221  
Lansing, MI 48909

Dr. Robert L. Riemer  
COMMITTEE ON RADIO FREQUENCIES  
NATIONAL RESEARCH COUNCIL  
2101 Constitution Ave.  
Washington, DC 20418

Tak Imamura  
MITSUBISHI ELECTRIC CORPORATION  
1-1, Tsukaguchi - Honmachi  
8-Chome  
Amagasaki City, Hyogo 661, Japan

Charles T. Force  
NATIONAL AERONAUTICS AND SPACE  
ADMINISTRATION  
Washington, DC 20546

David E. Weisman  
Meyer, Faller, Weisman &  
Rosenberg  
4400 Jenifer Street, NW  
Suite 380  
Washington, DC 20015

PCN ASSOCIATES  
1344 Madonna Road  
Suite 207  
San Luis Obispo, CA 93405

William H. Talmage  
NCR CORPORATION  
1700 S. Patterson Blvd.  
Dayton, OH 45479

Howard C. Davenport  
PUBLIC SERVICE COMMISSION OF  
THE DISTRICT OF COLUMBIA  
450 Fifth Street, NW  
Washington, DC 20001

Penny Rubin  
NEW YORK STATE DEPARTMENT OF  
PUBLIC SERVICE  
Three Empire State Plaza  
Albany, NY 12223

Pete Wanzanried  
STATE OF CALIFORNIA  
TELECOMMUNICATIONS DIVISION  
601 Sequoia Pacific Blvd.  
Sacramento, CA 95814-0282

Roland Williams  
NOVATEL COMMUNICATIONS, LTD.  
1020 - 64 Avenue, NE  
Calgary, Alberta, Canada  
T2E 7V8

Paul Taft  
TAFT BROADCASTING COMPANY  
4808 San Felipe Road  
Houston, Texas 77056

Dennis L. Hill  
NORTHWEST IOWA POWER COOPERATIVE  
P. O. Box 240  
Le Mars, Iowa 51031

Wm. D. Balthrope  
TEXAS WIRED MUSIC, INC.  
P.O. Box 8278  
San Antonio, Texas 78208

Veronica M. Ahern  
Nixon, Hargrave, Devans & Doyle  
One Thomas Circle  
Suite 800  
Washington, DC 20005

Thomas K. Crowe  
Hopkins & Sutter  
888 Sixteenth Street, NW  
Washington, DC 20006

Peter Tannenwald  
Arent, Fox, Kintner, Plotkin &  
Kahn  
1050 Connecticut Ave., NW  
Washington, DC 20036-5539

James R. Haynes  
UNIDEN AMERICA CORPORATION  
4700 Aron Carter Blvd.  
Fort Worth, TX 76155

Daniel J. Miglio  
SOUTHERN NEW ENGLAND  
TELECOMMUNICATIONS CORP.  
227 Church Street  
New Haven, CT 06510

Michael P. Terry  
DEPARTMENT OF THE INTERIOR  
OFFICE OF INFORMATION RESOURCE  
MANAGEMENT  
1849 C Street, NW  
#MS7355MIB  
Washington, DC 20240

Dr. Michael Trahos  
4600 King Street  
Suite 4E  
Alexandria, VA 22302

James R. Haynes, Chief Engineer  
UNIDEN AMERICA CORPORATION  
ENGINEERING SERVICES DEPARTMENT  
9900 Westpoint Drive, Suite 134  
Indianapolis, IN 46256

K. A. Wood  
UK ASSOCIATION OF THE EEA  
Leicester House  
8 Leicester Street  
London WC2H 7BN, UK

Mohamed Lyzzaik  
UNITED POWER  
P.O. Box 929  
Brighton, CO 80601

Laura C. Mow  
Gardner, Carton & Douglas  
Suite 750  
1001 Pennsylvania Ave., NW  
Washington, DC 20004

Gene H. Kuhn  
UNION PACIFIC RAILROAD CO.  
MISSOURI PACIFIC RAILROAD CO.  
1416 Dodge St.  
Omaha, Nebraska 68179

John A. Prendergast  
RADIOPHONE, INC.  
Blooston, Mordkofsky, Jackson &  
Dickens  
2120 L Street, NW, Suite 300  
Washington, D.C. 20037

Kathy L. Shobert  
GENERAL COMMUNICATION, INC.  
Director, Federal Regulatory  
Affairs  
888 16th St., NW, Suite 600  
Washington, D.C. 20006

Pamela J. Riley  
FACTEL CORPORATION  
2999 Oak Rd., M.S. 1050  
Walnut Creek, CA 94596

James U. Troup  
IOWA NETWORK SERVICES, INC.  
Arter & Hadden  
1801 K Street, N.W.  
Washington, D.C. 20006

Gail L. Polivy  
GTE SERVICE CORPORATION  
1850 M Street, N.W.  
Suite 1200  
Washington, D.C. 20036

John W. Hunter  
PMN, INC.  
McNair & Sanford, P.A.  
1155 Fifteenth Street, N.W.  
Washington, D.C. 20005

W. Scott McCollough  
TEXAS ADVISORY COMMISSION ON  
STATE EMERGENCY COMMUNICATIONS  
Asst. Texas Attorney General  
P.O. Box 12548  
300 W. 15th St. 7th Floor  
Austin, Texas 78701

Larry S. Solomon  
METRICOM, INC.  
Ginsburg, Feldman & Bress  
Chartered  
1250 Connecticut Avenue, NW  
Washington, D.C. 20036

Ronald L. Plessner  
PCS ACTION, INC.  
Piper & Marbury  
1200 Nineteenth Street, N.W.  
Seventh Floor  
Washington, D.C. 20036

Linda C. Sadler  
ROCKWELL INTERNATIONAL  
CORPORATION  
Manager, Governmental Affairs  
1745 Jefferson Davis Highway  
Arlington, VA 22202

Carl W. Northrop  
GEORGE E. MURRAY  
Bryan Cave  
Suite 700  
700 13th Street, N.W.  
Washington, D.C. 20005

David L. Nace  
PACIFIC TELECOM CELLULAR, INC.  
Lukas, McGowan, Nace &  
Gutierrez, Chartered  
1819 H Street, N.W.  
Seventh Floor  
Washington, D.C. 20006

Robert J. Butler  
UTAM, INC.  
Wiley, Rein & Fielding  
1776 K Street, N.W.  
Washington, D.C. 20036

David E. Weisman  
Alan S. Tilles  
ASSOCIATION FOR PRIVATE  
CARRIER PAGING  
Meyer, Faller, Weisman, and  
Rosenberg, P.C.  
4400 Jenifer Street, N.W.  
Suite 380  
Washington, D.C. 20015

Michael Killen  
KILLEN & ASSOCIATES, INC  
382 Fulton Street  
Palo Alto, CA 94301

Scott K. Morris  
MCCAW CELLULAR COMMUNICATIONS,  
INC.  
Vice President-Law  
5400 Carillon Point  
Kirkland, Washington 98033

Stephen G. Kraskin  
U.S. INTELCO NETWORKS, INC.  
Kraskin & Associates  
2120 L Street, N.W.  
Suite 810  
Washington, D.C. 20037

David A. LaFuria  
COLUMBIA CELLULAR CORPORATION  
Lukas, McGowan, Nace &  
Gutierrez, Chartered  
1819 H Street, N.W.  
Seventh Floor  
Washington, D.C. 20006

E. Ashton Johnston  
PERSONAL NETWORK SERVICES CORP.  
Bryan Cave  
700 Thirteenth Street, N.W.  
Suite 700  
Washington, D.C. 20005-3960

Wayne V. Black  
THE SPECIAL INDUSTRIAL RADIO  
SERVICE ASSOCIATION, INC.  
Keller and Hackman  
1150 17th Street, N.W.  
Suite 1000  
Washington, D.C. 20036

Fred F. Fielding  
UNITED PARCEL SERVICE, INC.  
Wiley, Rein & Fielding  
1776 K Street, N.W.  
Washington, D.C. 20006

Harold K. McCombs, Jr.  
Duncan, Weingerg, Miller &  
Pembroke, P.C.  
1615 M Street, N.W.  
Suite 800  
Washington, D.C. 20036

Audrey P. Rasmussen  
FLORIDA CELLULAR RSA LIMITED  
PARTNERSHIP  
O'Connor & Hannan  
1919 Pennsylvania Avenue, N.W.  
Suite 800  
Washington, D.C. 20006-3483

David L. Nace  
ALLIANCE OF RURAL AREA  
TELEPHONE AND CELLULAR SERVICE  
PROVIDERS  
Lukas, McGowan, Nace &  
Gutierrez, Chartered  
1819 H Street, N.W.  
Seventh Floor  
Washington, D.C. 20006

Ellen S. Deutsch  
ADVANCED WIRELESS  
COMMUNICATIONS, INC.  
Thelen, Marrin, Johnson &  
Bridges  
2 Embarcadero Center  
San Francisco, CA 94111

George Y. Wheeler  
AMERICAN PORTABLE  
TELECOMMUNICATIONS, INC.  
Koteen & Naftalin  
1150 Connecticut Ave., N.W.  
Suite 1000  
Washington, D.C. 20036

Gerald S. McGowan  
ATLANTIC CELLULAR COMPANY  
Lukas, McGowan, Nace &  
Gutierrez  
1819 H Street, N.W. Seventh  
Floor  
Washington, D.C. 20006

Victor J. Toth  
LINKATEL COMMUNICATIONS INC.  
Law Offices of Victor J. Toth  
2719 Soapstone Drive  
Reston, VA 22091

Caressa D. Bennett  
RURAL CELLULAR ASSOCIATION  
Kraskin & Associates  
2120 L Street, N.W.  
Suite 810  
Washington, D.C. 20037

Nancy J. Thompson  
COMSAT MOBILE COMMUNICATIONS  
22300 Comsat Drive  
Clarksburg, MD 20871

Paul R. Schwedler  
NATIONAL COMMUNICATIONS SYSTEM  
Assistant Chief Regulatory  
Counsel  
Telecommunications (DOD)  
Code AR  
Defense Information Systems  
Agency  
701 S. Courthouse Road  
Arlington, Virginia 22204

Susan R. Athari  
PEGASUS COMMUNICATIONS, L.P.  
Baraff, Koerner, Olender &  
Hochberg  
5335 Wisconsin Avenue, N.W.  
Suite 300  
Washington, D.C. 20015

Stephen D. Baruch  
TRW INC.  
Leventhal, Senter & Lerman  
2000 K Street, N.W.  
Suite 600  
Washington, D.C. 20006

R. E. Sigmon  
CINCINNATI BELL TELEPHONE CO.  
Vice President-Regulatory  
Affairs  
201 East Fourth Street  
Cincinnati, OH 45201

Paul C. Besozzi, Esquire  
VANGUARD CELLULAR SYSTEMS, INC.  
Besozzi & Gavin  
1901 L Street, N.W.  
Suite 200  
Washington, D.C. 20036

John B. Hoover  
LITEL TELECOMMUNICATIONS  
CORPORATION  
Jones, Day, Reavis & Pogue  
Metropolitan Square  
1450 G Street, N.W.  
Washington, D.C. 20005

Randall D. Fisher  
ADELPHIA COMMUNICATIONS CORP.  
5 West Third Street  
Coudersport, PA 16915

Robert J. Miller  
NAC, INC.  
Gardere & Wynne  
1601 Elm Street, Suite 3000  
Dallas, TX 75210

AMERICAN TELEZONE  
INTERCELL INTERNATIONAL INC.  
13103 N. Moss Creek Dr.  
Cypress TX 77429

G. Todd Hardy  
PCN AMERICA, INC.  
153 East 53rd Street, Suite 550  
New York, NY 10022

Dennis F. Begley  
BROADBAND COMMUNICATIONS  
CORPORATION  
Reddy, Begley & Martin  
2033 M Street, N.W.  
Washington, D.C. 20036

Joseph C. O'Neill  
U S WEST NEWVECTOR GROUP, INC.  
3350 161st Avenue, S.E.  
Bellevue, WA 98008-1329

James F. Ireland  
CABLE USA, INC.  
Cole, Raywid & Braverman  
1919 Pennsylvania Avenue  
Second Floor  
Washington, D.C. 2006-3458

Richard Brass  
ORACLE DATA PUBLISHING, INC.  
500 108th Avenue, N.E.  
Suite 1750  
Bellevue, WA 98004-5500

Harold C. Davis  
ADVANCED MOBILECOMM  
TECHNOLOGIES, INC.  
FMR CORPORATION  
82 Devonshire Street, R25D  
Boston, MA 02109

Richard G. Tomlinson  
PCN COMMUNICATIONS INC.  
2906 Main St.  
Glastenbury, CT 06033

Jimmy K. Omura  
CYLINK CORPORATION  
110 South Wolfe Road  
Sunnyvale, CA 94086

A. Thomas Carroccio  
PULSON COMMUNICATIONS  
CORPORATION  
Santarelli, Smith & Carroccio  
1155 Connecticut Avenue, N.W.  
Washington, D.C. 20036-4308

Stuart F. Feldstein  
OMNIPPOINT MOBILE DATA COMPANY  
Fleischman and Walsh  
1400 Sixteenth Street, N.W.  
Washington, D.C. 20036

Sanjay B. Moghe  
SM TEK, INC.  
1021 Warwick Circle  
Hoffman Estates, IL 60194

J. Daniel Bariault  
SPATIAL COMMUNICATIONS, INC.  
1001 Fourth Avenue Plaza  
Suite 3200  
Seattle, WA 98154



James B. Meyers  
TELE-COMMUNICATIONS INC.  
Baraff, Koerner, Olender &  
Hochberg  
Suite 300  
Washington, D.C. 20015

Peter Tannenwald  
RADIO TELECOM AND TECHNOLOGY,  
INC.  
Arent, Fox, Kinter, Plotkin &  
Kahn  
1050 Connecticut Ave., N.W.  
Washington, D.C. 20036-5339

Thomas J. Casey  
ECHO GROUP L.P.  
Skadden, Arps, Slate, Meagher  
& Flom  
1440 New York Avenue, N.W.  
Washington, D.C. 20005

James F. Ireland  
SATCOM, INC.  
Cole, Raywid & Braverman  
1919 Pennsylvania Avenue, N.W.  
Washington, D.C. 20006

Stephen G. Kraskin  
THE APPELLANT PARTIES  
Kraskin & Associates  
2120 L Street, N.W., Suite 810  
Washington, D.C. 20037

Irvin G. Stiglitz  
MASSACHUSETTS INSTITUTE OF  
TECHNOLOGY  
LINCOLN LABORATORY  
244 Wood Street  
Lexington, MA 02173-9108

Walter H. Sonnenfeldt  
ARRAYCOMM, INC.  
Walter Sonnenfeldt & Associates  
4904 Ertter Drive  
Rockville, Maryland 20852

Michael D. Basile  
TRX TRANSPORTATION TELEPHONE  
COMPANY  
Dow, Lohnes & Albertson  
1255 Twenty-Third Street  
Washington, D.C. 20037

James A. Kirkland  
CABLEVISION SYSTEMS CORPORATION  
Mintz, Levin, Cohn, Ferris,  
Glovsky & Popeo, P.C.  
701 Pennsylvania Avenue, N.W.  
Suite 900  
Washington, D.C. 20004

Mark A. Stachiw  
PACTEL PAGING  
Three Forest Plaza  
12221 Merit Drive, Suite 800  
Dallas, TX 75251

Simone Wu  
CELSAT, INC.  
Skadden, Arps, Slate, Meagher  
& Flom  
1440 New York Ave., N.W.  
Washington, D.C. 20005

Michael R. Gardner  
SUITE 12 GROUP  
The Law Offices of Michael R.  
Gardner, P.C.  
1150 Connecticut Ave., NW,  
Suite 710  
Washington, D.C. 20036

W. Theodore Pierson, Jr.  
DIGITAL SATELLITE BROADCASTING  
CORPORATION  
Pierson & Tuttle  
Suite 607  
1200 19th Street, N.W.  
Washington, D.C. 20036

Stephen D. Baruch  
TRW INC.  
Leventhal, Senter & Lerman  
2000 K Street, N. W.  
Suite 600  
Washington, D.C. 20006

Henry Geller  
1750 K Street, N.W.  
Suite 800  
Washington, D.C. 20006

James L. Bradley  
UNITED NATIVE AMERICAN  
TELECOMMUNICATIONS, INC.  
1604 Sanday Lane  
Burlington, Washington 98233